

**Mass Care, Housing, and Human Services
Emergency Support Function #6
Colorado State Emergency Operations Plan**

LEAD AGENCY: Department of Human Services (DHS)

SUPPORTING AGENCIES: Agriculture, Division of Emergency Management (DEM), Education, Health Care Policy and Finance, Higher Education, Local Affairs (DOLA), Military and Veteran Affairs, Personnel and Administration, Public Health & Environment, Public Safety, Transportation, American Red Cross (ARC), The Salvation Army, Colorado Voluntary Organizations Active in Disaster (COVOAD) and its member agencies, and the Private Sector.

I. PURPOSE

- A. Emergency Support Function (ESF) #6 – Mass Care, Housing, and Human Services supports State, regional, local, and tribal government and nongovernmental organization (NGO) efforts to address the non-medical mass care, housing, and human services needs of individuals and/or families under State-level activation of ESF #6.
- B. The purpose of this annex is to (1) provide for the coordination of sheltering, feeding, bulk distribution of supplies, and emergency first aid following an emergency or disaster requiring the assistance of State government and (2) to operate a Disaster Welfare Information (DWI) system to collect, receive, and report information about the status of victims and assist with family reunification within the affected area. The Department of Human Services will coordinate all ESF #6 programs in the state. The ESF #6 Team (including, but not limited to Lead and Supporting Agencies for ESF #6) will support DHS to ensure that all mass care, human services, and housing programs are delivered as efficiently as possible.

II. SCOPE

ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual Incidents of State or National Significance. This includes economic assistance and other services for individuals impacted by the incident. The scope of this annex is to describe the overall operational and information activities of a state response to an emergency or disaster situation. Coordination of Mass Care activities will take place at the State Emergency Operations Center (SEOC) through a cooperative effort between representatives of the Department of Human Services and the American Red Cross, to support activities in the field. Coordination of Housing and Human Services will take place at the State EOC under the direction of the Department of Human Services.

III. SITUATION

- A. A disaster may result from natural or technological hazards, civil disturbance, or act of terrorism, and cause extensive damage and human suffering. Victims may be forced from their homes depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. Family members may be separated immediately following an emergency or disaster, such as children in school and parents at work. Transients, such as tourists, travelers, students, and the pre-disaster homeless, may be involved. Arrangements will be made for special populations such as the elderly and disabled. The State, when notified of an emergency or disaster at the local level, will monitor the situation, and, if necessary, provide assistance.

IV. CONCEPT OF OPERATIONS

General

- A. Initial response activities will focus on meeting urgent needs of disaster victims on a mass care basis. In addition, initial recovery efforts, such as the customary ARC Emergency Assistance program, may commence as response activities are taking place.
- B. Other recovery assistance, such as temporary housing, and loans and grants for individuals under the traditional government assistance programs of federal agencies, will be coordinated by the State Coordinating Officer (SCO), subject to the general guidance of the Governor's Office, DOLA, DEM and the DHS.
- C. Local government, supported by private relief agencies, provides initial response to mass care requirements of emergency/disaster victims and local government requests and facilitates the implementation of authorized outside government assistance (state and federal). State and federal agencies, when requested and authorized, support the activities of local government in providing mass care.
- D. The Department of Human Services has been designated the lead agency for managing the activities of ESF #6. The American Red Cross has been designated as the primary support agency for Mass Care. State agencies and other private and volunteer organizations have been designated to support ESF #6.
- E. The American Red Cross chapter with jurisdiction in the affected area will initiate mass care. These services will be coordinated with local government and other private and volunteer organizations in the affected area.
- F. The Department of Human Services will provide a representative to the SEOC, upon request by the DEM, who will coordinate all ESF #6 requests (and request an ARC representative). The ESF #6 Team (including Lead and Supporting Agencies) will collect information for situation reports, briefings, staff meetings,

etc. and update and maintain information on the National Shelter System. This information may include the following:

1. Statistical, narrative and graphical information;
2. Major response actions taken;
3. Requests for state assistance by local jurisdiction(s), private and volunteer organizations;
4. Unmet needs and recommended actions; and
5. Priority issues and requirements.

G. Upon activation of ESF #6, DHS and/or DEM will notify COVOAD, ARC and the other supporting agencies that comprise the ESF #6 Team.

H. ESF #6 functions are divided into three main areas. The principal activities for each functional area are described in the following sections.

1. Mass Care

The ESF #6 mass care function includes overall coordination, shelter, feeding and other activities to support emergency needs of victims as described below:

- a. Shelter - the provision of emergency shelter for disaster victims, including the use of pre-identified shelter sites in existing structures; creation of temporary facilities such as tent cities; and use of similar facilities outside the disaster-affected area, should evacuation be necessary. Temporary housing programs may be made available.
- b. Feeding - the provision of feeding disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk food distribution. Such operations will be based on sound nutritional standards and will include provisions for meeting requirements of disaster victims with special dietary needs. Emergency donated food will be made available. Food Stamp programs may be made available.
- c. Emergency First Aid - providing first aid services to disaster victims and workers at mass care facilities. This emergency first aid service will be supplemental to the traditional emergency medical system (EMS) coordinated by ESF #8.
- d. Disaster Welfare Information - DWI provides a system to aid in the reunification of family members within the affected area who were separated at the time of the disaster and inform about the status of victims.

- e. Bulk Distribution of Emergency Relief Items - distributing of emergency relief items at shelter sites or established sites within the affected area. The bulk distribution of relief items will be determined by the requirement to meet urgent needs of disaster victims for essential items.
- f. Information Coordination - gathering of information from local jurisdictions, state agencies and volunteer and private organizations with regard to mass care efforts. Accurate and timely information will be disseminated through situation reports, briefings, public information, etc., in coordination with ESF #5.

2. Housing

The ESF #6 housing function addresses needs of victims in the affected areas, and is accomplished through the implementation of programs and services designed to:

- a. Provide assistance for the short-term and long-term housing needs of victims.
- b. Identify the various factors that could impact the incident-related housing needs and help develop a plan of action to provide housing assistance in the most effective, expedited, and efficient manner available at the time.
- c. Identify solutions for short-term and long-term housing for victims, as appropriate. Housing assistance provided to victims may include rental assistance, temporary housing, loans for the repair and/or replacement of primary residences, etc.
- d. The DHS will coordinate housing assistance with the DOLA who is responsible for administering and dispersing state and federal housing funds.

3. Human Services

The ESF #6 human services component implements programs and provides services to assist victims. This includes:

- a. Assessing human services needs in the disaster area, coordinating victim-related recovery efforts, and implementing an appropriate plan based on the resources available to assist all victims.
- b. Supporting various services assisting individuals and households, including a coordinated system to address victims'

incident-related recovery needs through crisis counseling and other supportive services.

- c. Coordinating and identifying individuals with special needs within the impacted area, to include the elderly, people with disabilities, and people communicating in languages other than English (including sign language).
- d. Supporting immediate, short-term assistance for individuals, households, and groups dealing with the anxieties, stress, and trauma associated with a disaster, act of terrorism, and/or an incident of mass criminal violence.

V. ASSUMPTIONS

- A. Private and volunteer organizations, i.e., ARC, The Salvation Army, member agencies of COVOAD, etc., will support ESF #6 activities through provision of immediate shelter, feeding, and emergency first aid relief to individuals and families, not normally available from government resources. These local organizations will work in cooperation with the local government within their jurisdictions in preparing for, responding to, and recovering from the effects of an emergency or disaster event.
- B. Each level of government, private and volunteer organizations will respond to an incident within the limits of its available resources, including pre-arranged mutual aid, and subsequently may request assistance from its next highest level of support if required; e.g., municipality to county to state to federal government; also, ARC chapter to Service Area to ARC National Headquarters.
- C. Not all disaster victims will require mass care services. Some victims will go to mass shelters, others will find shelter with friends and relatives; many victims will remain with or near their damaged homes.
- D. Mass care shelter facilities will receive priority consideration for structural inspections to ensure safety of occupants; and for restoration of utilities or support by temporary means, i.e., portable generators, portable toilets and potable water.
- E. Inquiries regarding individuals residing within the affected area will begin immediately after the general public is made aware of the emergency or disaster by the media or other means. An initial moratorium may be issued to activate the system and determining the boundaries of the affected area.
- F. The American Red Cross is the primary support agency for mass care operations under ESF #6.

VI. ORGANIZATION and RESPONSIBILITIES

Organization

The ESF #6 representatives in the SEOC will communicate information between the SEOC and field units, job headquarters, etc., of the ARC and other private and volunteer organizations. ESF #6 personnel in the SEOC will generally consist of one representative each from the DHS and the ARC.

Responsibilities

A. Department of Human Services (Lead Agency):

1. Assess the impact of potential or actual disasters on social systems in general with particular attention to the elderly, veterans, welfare recipients, handicapped, refugees, repatriates from outside the U.S., youth and institutions.
2. Provide public assistance and welfare activities.
3. Coordinate emergency and recovery welfare services (federal, state, county, local, private and volunteer social service organizations), including:
 - a. Feeding
 - b. Shelter
 - c. Clothing
 - d. Registration and inquiry
 - e. Human Services Programs
4. Monitor and/or administer the Individual and Households Program. Provide representation at disaster assistance centers.
5. Coordinate available social services programs (e.g., food stamps, energy assistance, child care).
6. Be prepared to assist disaster response operations by providing trained service personnel for such activities as food distribution, emergency housing, coordination with volunteer agencies, outreach procedures to determine unmet needs, development of capabilities of volunteer individual and agencies that can respond to unmet needs.
7. Ensure primary and support agencies are informed and involved in all meetings related to ESF #6 activities.

B. American Red Cross (Primary Support Agency):

1. Initiate mass care services within the affected area within two hours of notification of the emergency or disaster.
2. Assist DHS in the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution and DWI services to the affected population.
3. Notify COVOAD as necessary, and coordinate mass care and other relief efforts with COVOAD and its member agencies.
4. Provide a representative or liaison team to the State EOC to facilitate coordination of mass care services.
5. Support the State in establishing a DWI system and coordinate with ESF #15 (External Affairs) inform the general public about the system and how to use it.
6. Develop and maintain an emergency response plan in support of ESF #6.
7. Support mass care services with available facilities, vehicles, supplies, personnel and other provisions as requested.
8. Support and participate in planning, training, and exercise activities.

VII. FINANCIAL MANAGEMENT

- A. State departments and agencies involved in recovery activities are responsible for providing financial support for their operations and for carefully documenting disaster-related costs and expenditures to support requests for reimbursement. Accurate record keeping will also be necessary for agencies to withstand post-emergency audits. Approval to expend funds for recovery operations is the responsibility of authorized officials from each participating department and agency.
- B. In the aftermath of a disaster, financial operations are carried out under compressed timeframes, requiring expedited purchases and other expenditures outside normal, routine procurement processes. Each state agency and department is responsible for establishing effective administrative controls to guide and track expenditures and financial commitments, including personnel time and travel records, contract and lease information and invoices, and logs and receipts for the use of force account equipment, supplies and materials. In federal-declared disasters, these expenditures may be eligible for reimbursement.
- C. Supporting Agencies are responsible for managing financial matters related

to resources under their control or procured for purposes related to specific recovery efforts. Supporting Agencies are responsible for recording and tracking their own costs and expenditures and seeking reimbursement from appropriate sources after an event. Following a Presidential Disaster Declaration, reimbursement of eligible expenditures may be provided by FEMA in accordance with Stafford Act program guidelines. The State of Colorado is not responsible for the disaster-related costs of Supporting Agencies, except as defined by Governor's Executive Order that Declares a State of Emergency (with supporting mission assignment).

VIII. ATTACHMENTS

1. Resource Requirements

**Mass Care, Housing, and Human Services
Emergency Support Function (ESF) #6
Resource Requirements
Attachment 1
Colorado State Emergency Operations Plan**

I. Requirements to Support ESF #6

- A. ESF #6 will require two spaces at the State Emergency Operations Center, telephones, fax machine, etc.
- B. Each support agency will provide an Emergency Response Coordinator (ERC) and two alternates and provide DHS and DEM and the ARC with 24-hour contact numbers for each.

II. Requirements to Assist ESF # 6 with Field Support

- A. Resources which may have to be mobilized in support of mass care activities include the transportation and provision of cots and blankets, air mattresses, sleeping bags, portable toilets, water containers, cooking equipment, registration forms, first aid and shelter medical supplies, vehicles for transport of personnel and supplies, ARC comfort and cleanup kits, portable lamps, generators, fans, office supplies, tables and chairs, etc. Many of these supplies will already be in shelter locations or can be obtained through normal disaster supply channels.
- B. Vehicles may be provided by ARC, Salvation Army, Department of Transportation, Military Affairs, rentals, etc.
- C. Available undamaged facilities may have to be augmented by other means of temporary shelter, i.e., tents, etc.
- D. Personnel resources will include ARC, voluntary agencies such as members of COVOAD, faith-based groups, veterans groups, labor unions, scouting organizations, professional associations, and other personnel identified by supporting agencies.